

10. 2012SP-012-001

STEPHENS VILLAGE - EAST

Map 169, Parcel(s) 067

Council District 35 (Bo Mitchell)

Staff Reviewer: Jason Swaggart

A request to rezone from RS40 to SP-MR zoning property located at Highway 100 (unnumbered), at the southeast corner of Highway 100 and Pasquo Road (17.39 acres), to permit nursing home, assisted-living and residential uses, requested by Ragan-Smith-Associates Inc., applicant, W.E. Stephens Jr., owner.

Staff Recommendation: APPROVE WITH CONDITIONS AND DISAPPROVE WITHOUT ALL CONDITIONS

APPLICANT REQUEST

Rezoning to permit nursing home, assisted living and residential uses.

Preliminary SP

A request to rezone from Single and Two-Family Residential (RS40) to Specific Plan – Mixed Residential (SP-MR) zoning property located at Highway 100 (unnumbered), at the southeast corner of Highway 100 and Pasquo Road (17.39 acres), to permit nursing home, assisted-living and residential uses.

Existing Zoning

RS40 District requires a minimum 40,000 square foot lot and is intended for single-family dwellings at a density of .93 dwelling units per acre. RS40 would permit a maximum of 16 single-family lots on the subject site.

Proposed Zoning

Specific Plan-Mixed Residential (SP-MR) District is a zoning District category that provides for additional flexibility of design, including the relationship of streets to buildings, to provide the ability to implement the specific details of the General Plan. This Specific Plan includes a mixture of housing types.

CRITICAL PLANNING GOALS

- Provides a Range of Housing Choices
- Fosters Distinctive, Attractive Mixed-Use Communities

The plan provides for an alternative housing choice from the single-family lot which is typical of the area, as well as, providing housing for seniors and people with special needs. Coupled with the adjacent proposal, Stephens Village – West, the development will create a district and attractive community.

BELLEVUE COMMUNITY PLAN

T3 Suburban Neighborhood Evolving (T3 NE)

T3 NE policy is intended to create suburban neighborhoods that are compatible with the general character of classic suburban neighborhoods as characterized by their building form, land use and associated public realm, with opportunities for housing choice and improved pedestrian, bicycle and vehicular connectivity. The resulting development pattern will have higher densities than classic suburban neighborhoods and/or smaller lot sizes, with a broader range of housing types providing housing choice. This reflects the scarcity of easily developable land (without sensitive environmental features) and the cost of developing housing - challenges that were not faced when the earlier conventional suburban neighborhoods were built.

A special policy also applies to this property and offers the following guidance:

- Design Principle: Building Form (Mass, Orientation, Placement)
 - There are environmental features (floodplains, steep slopes, problems soils) abutting parts of this T3 Suburban Neighborhood Evolving area. Should any development or re-development occur, it should be arranged to minimize the disturbance of the environmental features. In the configuration of parcels and any new right-of-way, priority should be given to the preservation and reclamation of the environmentally sensitive features over consistency with surrounding parcel and right-of-way patterns. Refer to the associated Conservation policy area 06-CO-01.
 - This area is nearby the T2 Rural Neighborhood Center policy Area 06-T2-NC-01 that includes the Loveless Café. Development that transitions to the rural character of that area and the Natchez Trace State Parkway should be provided.

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- Design Principle: Connectivity (Pedestrian/Bicycle)
 - A multi-use path is planned along Highway 100 that should be taken into account in conjunction with development proposals and/or street improvements in this policy area.
 - Bikeway and pedestrian connections should be provided to the adjacent Conservation policy Area 06-CO-01 and to the Natchez Trace Parkway.
 - See the recommendations in Chapter III, Transportation Plan, for additional guidance on multi-use paths, bikeway and pedestrian connections.
- Historically Significant Sites or Features
 - There is one site (Map/Parcel 16900005900) which contains the Pasquo Church of Christ Cemetery and is considered Worthy of Conservation (WOC) in this policy area. Because of the historic designation, owners of private property are encouraged to work with the Metropolitan Historical Commission to protect and preserve this site and its contributing features. See Appendix D for a listing of historic features and "Historically Significant Areas and Sites" in the General Principles of the Community Character Manual for additional guidance.

Consistent with Policy?

Yes. Overall plan is *mostly* consistent with the land use policies that apply to the site. The plan maintains the rural and scenic character along Highway 100 and provides for a more suburban character along Pasquo Road. The plan provides adequate buffering along Pasquo Road which will minimize any impacts on the Pasquo Church property. While the plan calls for the removal of a majority of the hillside and forested areas on the site, much of the hillsides are not so steep that they classify as critical under current hillside development standards found in the zoning code.

PLAN DETAILS

This request is for a Specific Plan (SP) zoning district to permit a nursing home/assisted living facility and multi-family residential. The subject site is located at the southeast intersection of Highway 100 and Pasquo Road in Bellevue. The site is just north of Williamson County and east of the Natchez Trace Parkway. The site shares a boundary with Traceside on the south and east. The Loveless Café is nearby on the north side of Highway 100.

The subject site is currently vacant. A majority of the site contains dense woods with the exception of an area of open field located at the southern end of the property adjacent to the intersection of Pasquo Road and Union Bridge Road. The site contains no known streams, but does contain significant slopes including steep slopes greater than 25 percent. The steepest slopes are located closer to Highway 100. The property falls approximately 100 feet from the highest elevation which is at the back of the site adjacent Traceside to the lowest elevation which is adjacent to Highway 100.

Site Plan

The site plan identifies two separate development areas. The area closest to Highway 100 consists of a nursing home/assisted living facility. The other area is adjacent the intersection of Pasquo Road and Union Bridge Road and consist of townhomes (multi-family residential).

The site plan identifies a conceptual layout. Since the layout is conceptual *minor* modifications may be made with the final site plan. While the layout may change slightly with the final site plan, the plan provides development standards that will regulate all development in the district. Bulk standards are as follows:

Nursing Home/Assisted Living Facility

- Max Floor Area: 181,030 Square Feet (Nursing Home/Assisted Living)
- Max Height: 3 Stories (Nursing Home/Assisted Living)
- Max Height: 2 Stories (Multi-Family Residential)
- Front Setback: 50 Feet from Highway 100 and Pasquo Road
- Rear Setback: 20 Feet
- Side Setback: 20 Feet
- Max Impervious Surfaces: 45 percent

Multi-Family (Townhomes)

- Max Number of Units: 28
- Max Height: 2 Stories (Does not include walkout basements)
- Front Setback: 50 Feet from Highway 100 and Pasquo Road
- Rear Setback: 20 Feet

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- Side Setback: 20 Feet
- Max Impervious Surfaces: 45 percent

Environmental Features

As proposed, a majority of the site will be graded. Grading will require the removal of a majority of the existing vegetation including trees. To accommodate the nursing home/assisted living facility the hillside will be cut into which will result in a large retaining wall running along portions of the site behind the buildings. Preliminary estimates show the height of the wall being approximately 24 feet at its highest point. Traceside will sit above the nursing home/assisted living facility on the western end, and will sit a little above Traceside on the eastern end.

The residential area will not require as much grading as the nursing home/assisted living facility site, but will still require grading. Smaller retaining walls will be required along the boundary with Traceside.

The proposed plan identifies a wooded area between the nursing home/assisted living facility and residential area that is to remain undisturbed. The plan also identifies a small wooded area along Highway 100 and Pasquo Road that is to be left undisturbed.

Access, Parking Roadways & Sidewalks

Access to the Nursing Home/Assisted Living Facility is proposed from Highway 100 and Pasquo Road. Access to the residential area is proposed from Pasquo Road. Parking is provided on site and is consistent with current Metro parking requirements. The Major and Collector Street Plan calls for 93 feet of ROW for Highway 100 and 51 feet of ROW for Pasquo Road. Public Works is recommending that Pasquo Road have a ROW of 60 feet. Because of the possibility of future development south of the site Planning has no issues with a 60 foot right-of-way; however, Planning does not feel that a continuous turn lane is appropriate and that bike lanes should be considered. Both roads require additional ROW and the plan identifies areas for future ROW along Highway 100 and Pasquo Road. The plan includes a Roadway Improvements Plan. Improvements include but are not limited to a traffic signal at the intersection of Highway 100 and Pasquo Road and the addition of turn lanes on Highway 100 and Pasquo Road.

The plan proposes an internal sidewalk network within the nursing home/assisted living facility and the residential area; however the two areas are not connected by any pedestrian path. Each network connects to Pasquo Road, which does not have sidewalks. The plan provides connections to the proposed Stephens Village – West (see Case No. 2012SP-013-001) which would provide an indirect connection between the two areas. The route between the two areas through Stephens Village – West would require that Pasquo Road be crossed twice.

Buffer Yards/Screening & Landscaping

A 20 foot wide class “C” buffer yard is proposed along the boundary with Traceside. The plan proposes to utilize existing vegetation to fulfill the planting requirements and will also provide supplemental plantings as necessary. As proposed all buffer yards will be irrigated. Supplemental plantings are also proposed along Highway 100.

Signage

The proposed plan calls for four free standing monument signs. The first sign will be located at Highway 100 at the entrance to the nursing home/assisted living facility and the second will be located at the entrance at Pasquo Road. The third sign will be located at the intersection of Highway 100 and Pasquo Road and is identified as “Community Signage” and will be to identify the larger community including Stephens Village – West and future development. The third sign will be located along Pasquo Road at the entrance into the residential area. Sign standards have been provided for the residential area, but have not been provided for the nursing home/assisted living facility. It is important that standards for all signs be developed. Signage should be limited to a scale that will not have any negative impacts on the existing community or along highway 100.

Building Design

The plan provides conceptual elevations as well as architectural standards for the nursing home/assisted living facility as well as the multi-family units. Standards include materials for walls, attachments such as chimneys and roofs. Standards also deal with rhythm and architectural features.

Conclusion

As proposed, there are no major issues with the proposal. The development will provide additional housing choices to the area consistent with the land use policy. It also consistent with other policy criteria and it

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meets a couple of critical planning goals. It is important to note that the policies for this site were just recently adopted by the Planning Commission with the update of the Bellevue Community Plan. During the update, the policies for the site were discussed in detail.

Minor staff concerns include pedestrian connectivity and signage. As proposed the request is lacking in terms of pedestrian connectivity. To walk between the two development areas one would have to cross Pasquo twice. It is staff's understating that a significant amount of development could occur south of this site and so pedestrian connectivity could be even more important in the future. The plan also needs to provide additional sign standards to ensure that any sign does not negatively impact the existing community or Highway 100 which is a scenic roadway. Staff has included conditions of approval which will require that the applicant work with staff to address connectivity and has limit signage.

STORMWATER RECOMMENDATION

Approve with conditions

- Add correct Access note to the plan.

PUBLIC WORKS RECOMMENDATION

Public Works Comments will be available at the meeting.

Maximum Uses in Existing Zoning District: **RS40**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Single-Family Residential (210)	17.39	0.93 D	16 L	154	12	17

Maximum Uses in Proposed Zoning District: **SP-MR**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Assisted Living (254)	13.13	-	250 Beds	475	35	55

Maximum Uses in Proposed Zoning District: **SP-MR**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Single-Family Residential (210)	4.26	-	28 U	268	21	29

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Traffic changes between maximum: **RS40** and proposed **SP-MR**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	-	+589	+44	+167

SCHOOL BOARD REPORT

Projected student generation 1 Elementary 1 Middle 1 High

Schools Over/Under Capacity

Students would attend Harpeth Valley Elementary School, Bellevue Middle School and Hillwood High School. Of these, Buena Bellevue Middle School and Hillwood High School have been identified as being over capacity by the Metro School Board. There is capacity for high school students within the cluster but there is no capacity for middle school students within the cluster. This information is based upon data from the school board last updated October 2011.

Fiscal Liability

The fiscal liability of one new middle school student is \$23,500. This is only for information purposes to show the potential impact of this proposal, it is not a staff condition of approval.

STAFF RECOMMENDATION

Staff recommends that the request be approved with conditions and that it be disapproved without all staff conditions.

CONDITIONS

1. Uses in this SP district shall be limited to nursing home, assisted-care living and multi-family residential.
2. The entrance sign for the townhomes shall be subject to Section 17.32.080 of the Metro Zoning Code. The entrance signs to the nursing home/assisted living facility shall be limited to 48 square feet and shall not be more than six feet in height. Billboards shall not be permitted.
3. Prior to final site plan approval the parking layout shall be revised so that there are no more than 15 contiguous parking spaces without landscaping.
4. Prior to final approval by Council the access note as required by Metro Stormwater shall be added to the plan.
5. Prior to final approval by Council the purpose note on the plan shall be revised to reflect the correct development proposal.
6. Prior to final site plan approval the applicant shall work with planning staff in order to provide appropriate pedestrian connectivity between the two development areas and for the overall community.
7. Council approved traffic conditions may be modified based on subsequent review and approval of a new Traffic Impact Study by the Metro Traffic Engineer and/or the Planning Commission.
8. For any development standards, regulations and requirements not specifically shown on the SP plan and/or included as a condition of Commission or Council approval, the property shall be subject to the standards, regulations and requirements of the RM20 zoning district as of the date of the applicable request or application.
9. A corrected copy of the preliminary SP plan incorporating the conditions of approval by the Planning Commission and Council shall be provided to the Planning Department prior to the filing of any additional development applications for this property, and in any event no later than 120 days after the effective date of the enacting ordinance. The corrected copy provided to the Planning Department shall include printed copy of the preliminary SP plan and a single PDF that contains the plan and all related SP documents. If a corrected copy of the SP plan incorporating the conditions therein is not

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provided to the Planning Department within 120 days of the effective date of the enacting ordinance, then the corrected copy of the SP plan shall be presented to the Metro Council as an amendment to this SP ordinance prior to approval of any grading, clearing, grubbing, final site plan, or any other development application for the property.

10. Minor modifications to the preliminary SP plan may be approved by the Planning Commission or its designee based upon final architectural, engineering or site design and actual site conditions. All modifications shall be consistent with the principles and further the objectives of the approved plan. Modifications shall not be permitted, except through an ordinance approved by Metro Council that increase the permitted density or floor area, add uses not otherwise permitted, eliminate specific conditions or requirements contained in the plan as adopted through this enacting ordinance, or add vehicular access points not currently present or approved.
11. The requirements of the Metro Fire Marshal's Office for emergency vehicle access and adequate water supply for fire protection must be met prior to the issuance of any building permits.

Mr. Swaggart presented the staff recommendation of approval with conditions and disapproval without all conditions.

Tom White, representing applicant, spoke in support of staff recommendation.

Tom Campbell with NHC, 2518 Wilshire Drive, spoke in support of staff recommendation.

Randy Caldwell, 315 Woodland Avenue, spoke in support of staff recommendation and stated that 1.2 million in traffic improvements are associated with this.

Akos Ledeczi, 1421 Trace Ridge Lane, spoke in support of staff recommendation with conditions.

Jane Chaffin, Chaffin's Barn and Dinner Theatre, spoke in support of staff recommendation and stated that this will be a wonderful asset to the community.

Kathy Hill, 606 Natchez Bend, spoke in support of staff recommendation.

Ron Anderson, 6108 Pasquo Road, spoke in support of staff recommendation.

Neil McDonald, 6020 Pasquo Road, spoke in support of staff recommendation.

Kathleen Von Arb, 1433 Trace Ridge Lane, spoke against the proposal, stating that infrastructure is not in place to support this type of development.

James Sledge, 8316 Highway 100, spoke against staff recommendation, stating he would like to preserve the natural wildlife in the area as well as noting traffic and safety concerns.

Larry Vance, 8320 Highway 100, spoke against staff recommendation due to traffic and safety concerns.

Rick Shepard, Pasquo Road, spoke against staff recommendation, stating traffic and safety concerns.

Beth Reardon, Greenvale Drive, spoke against staff recommendation, stating traffic and safety concerns.

Alan Thompson (consulting engineer), 6428 Holly Trace Court, spoke in support of staff recommendation and noted the 1.2 million in traffic improvements that will be made.

Tom White, on rebuttal, asked for approval and noted that his client has agreed to all conditions.

Dr. Cummings moved and Mr. Haynes seconded the motion to close the Public Hearing. (8-0)

Mr. Hayes spoke in support of staff recommendation and stated that this is a fabulous project.

Mr. Dalton recused himself.

Mr. Adkins expressed support of staff recommendation and urged the community to reach out to their state representative regarding Hwy 100 traffic relief.

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Dr. Cummings asked for clarification regarding the blind curve on Highway 100 as well as the internal sidewalks.

Mr. Clifton spoke in support of staff recommendation and stated that the traffic improvements will make things better, not worse.

Mr. Clifton moved and Mr. Gee seconded the motion to approve with conditions, including Public Works conditions, and disapprove without all conditions. (7-0-1) Mr. Dalton recused himself.

Resolution No. RS2012-121

"BE IT RESOLVED by The Metropolitan Planning Commission that 2012SP-012-001 is **APPROVED with conditions, including Public Works conditions, and disapproved without all conditions. (7-0-1) Mr. Dalton recused himself from the vote."**

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11. The requirements of the Metro Fire Marshal's Office for emergency vehicle access and adequate water supply for fire protection must be met prior to the issuance of any building permits.

The development is consistent with the T3 Suburban Neighborhood Evolving land use policy and will provide additional housing choices to the area.